

## APPENDIX K—TRAVEL MANAGEMENT/ROUTE DESIGNATION PROCESS

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The Kanab Field Office used the following process for route designation alternatives during development of the Kanab Resource Management Plan (RMP) and Environmental Impact Statement (EIS). This process included route inventory, interdisciplinary team assessment, and cooperating agency coordination.

### ROUTE INVENTORY

Kanab Field Office conducted a complete route inventory in 2005 and 2006 to develop a route baseline for use in the planning process. Bureau of Land Management (BLM) employees with Global Positioning System (GPS) equipment digitized the routes while traveling on off-highway vehicles (OHV) and by foot. The digitized route data was verified and prepared for interdisciplinary review. In addition, Garfield County provided route data in a Geographic Information System (GIS) data layer. Data from the BLM inventory was overlaid with the Garfield County route data, and discrepancies were identified, reviewed, and resolved through ground-truthing and resource specialist review. Kane County provided paper maps with route data. These maps were reviewed, and any additional routes were ground-truthed with GPS and BLM employees. Where GPS data was incomplete, recent aerial photography was inspected to complete GIS datagaps. While inventorying the routes, staff collected surface type and primary and secondary usage associated with each route.

### INTERDISCIPLINARY TEAM ASSESSMENT

Team members reviewed the route inventory during a series of Interdisciplinary Team meetings. The team made the following assumptions:

- Prohibit motorized vehicle cross-country travel, except in designated open areas
- Close routes (permanently, seasonally, or temporarily) or relocate as appropriate to address resource concerns
- Evaluate parallel, duplicative, or redundant routes for potential closure
- Where routes, trails, or other facilities have been abandoned, provide for restoration and revegetation of the site
- Prohibit motorized use of designated closed routes, except for BLM administrative and emergency use
- Sign and map designated routes as motorized or nonmotorized; travel maps should be user-friendly and easily accessible
- Existing route designations may be changed pursuant to land management objectives
- The travel management plan should be flexible about the location of new routes needed to provide access for new activities, to new areas, or to reduce resource and/or user conflicts
- Where and when appropriate, plan, develop, and designate (in cooperation with user groups and cooperating agencies) new routes and trails that enhance and expand recreational opportunities and encourage responsible use.

The Interdisciplinary Team applied the following factors to the route inventory and used other BLM inventories and natural and cultural resource information to identify routes for designation. The team considered the following:

- Environmental sensitivity of the areas surrounding the route, including soil type/condition, riparian areas and their condition, wilderness study areas (WSA), and weeds
- Wildlife habitat sensitivity of the areas surrounding the route, including designated critical habitat, sensitive status species habitat, or crucial habitat
- Current and anticipated visitor use levels, as well as travel and transportation needs and desires
- Management objectives for the area, as well as the potential for user and resource conflicts
- Access needs for BLM-permitted or -authorized activities (e.g., range permittees, recreation permittees; mineral developments)
- Access needs for non-BLM administered lands
- Cultural resources and specific sites that require protection
- How route designation could be used to reduce existing or anticipated conflict between users
- How route designation would affect setting, recreation activity, and experience opportunities in the area.

## PLAN MAINTENANCE AND CHANGES TO ROUTE DESIGNATIONS

The RMP includes indicators that guide future plan maintenance, amendments, or revisions related to OHV area designations or the approved road and trail system within “Limited” areas. Future conditions may require the designation or construction of new routes or closure of routes to better address resources and resource use conflicts. Actual route designations within the “Limited” category can be modified without completing a plan amendment, although compliance with the National Environmental Policy Act (of 1969) (NEPA) is still required.

As IM 2004-061 notes, plan maintenance can be accomplished through additional analysis and land use planning (e.g., activity level planning). BLM will collaborate with affected and interested parties in evaluating the designated road and trail network for suitability for active OHV management and envisioning potential changes in the existing system or adding new trails that would help meet current and future demands. In conducting such evaluations, the following factors would be considered:

- Routes suitable for various categories of OHVs (e.g., motorcycles, all-terrain vehicles [ATVs], dune buggies, and 4-wheel drive touring vehicles) and opportunities for joint trail use
- Needs for parking, trailheads, informational and directional signs, mapping and profiling, and development of brochures or other materials for public dissemination
- Opportunities to tie into existing or planned route networks
- Measures needed to meet the objectives stated in the RMP (e.g., cultural resources, soil resources, special status species, recreation)
- Public land roads or trails determined to cause considerable adverse effects or to constitute a nuisance or threat to public safety would be considered for relocation or closure and rehabilitation after appropriate coordination with applicable agencies and partners
- Those areas managed as closed will not be available for new motorized designation or construction.

Regulations at 43 *Code of Federal Regulations* (CFR) 8342.2 require BLM to monitor the effects of OHV use. Changes should be made to the Travel Plan based on the information obtained through monitoring. Site-specific NEPA documentation is required for changing the route designations in this Travel Plan.

## COOPERATING AGENCY COORDINATION

BLM managers and planners met with cooperating agency representatives to review the inventory and discuss concerns. Maps provided at each meeting were used throughout the discussions. Specifically, Kane and Garfield County representatives raised concerns regarding routes they claimed under Revised Statute 2477 (R.S. 2477). In addition, duplicative routes, routes with maintenance concerns, maintenance standards, and access to the Counties' resources were discussed in relation to the route inventory.

## IMPLEMENTATION PROCESS

Implementation decisions are actions that the BLM takes to implement land use plans and generally constitute BLM's final approval for allowing on-the-ground actions to proceed. These types of decisions, which are based on site-specific planning and NEPA analyses, are subject to the administrative remedies set forth in the regulations that apply to each BLM resource management program. Implementation decisions are not subject to protest under the planning regulations; rather, they are subject to various administrative remedies. Where implementation decisions are made as part of the land use planning process, they are still subject to the appeals process or other administrative review as prescribed by specific resource program regulations after BLM resolves the protests to land use plan decisions and makes a decision to adopt or amend the RMP.

Travel planning and implementation process includes the following:

- Monitoring the transportation system and modifying as appropriate
- A map of roads and trails for all travel modes
- Notations of any limitation for specific roads and trails
- Criteria to select or reject roads and trails in the final travel management network, add new roads or trails, and specify limitations
- Guidelines for management, monitoring, and maintenance of the transportation system
- Needed easements and rights-of-ways (to be issued to the BLM or others) to maintain the existing road and trail network providing public land access.

The RMP completes the initial route designation component of the Travel Management Plan and implementation process. These routes would be the initial basis for signing and enforcement. The Field Office will prioritize additional implementation actions, resources, and geographic areas based on the RMP goals and objectives and following the guidelines noted above.

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